

Message Text

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FOR AMBASSADOR VANCE

E.O. 11652: GDS

TAGS: SNAR, TU

SUBJECT: GREENFIELD MISSION

1. FOLLOWING IS TEXT OF BACKGROUND PAPER WHICH WE PROPOSE PROVIDE EXCLUSIVELY TO GREENFIELD FOR USE AS HE MAY WISH MAKE IN HIS TALKS. IT WAS PREPARED BY QUENTIN JONES IN CONNECTION WITH DITTERT AND GOUGH. WE ARE PREPARING ADDITIONAL BACKGROUND PAPER ON DETAILS OF ALL ASPECTS OF CONTROL WHICH OCCUR TO US. WE NEED COMMENTS URGENTLY.

II. TEXT. "REALISTIC ASSUMPTIONS./1. THE TURKISH GOVERNMENT IS COMMITTED TO PLANTING POPPY IN THE SEVEN PROVINCES FOR HARVESTING IN 1975. THE TURKISH GOVERNMENT IS ALSO COMMITTED TO INSTITUTE CONTROLS WHICH WILL PREVENT LEAKAGE OF POPPY PRODUCTS INTO ILLICIT CHANNELS. IN THIS CONNECTION PM ECEVIT IN A STATEMENT BEFORE THE TURKISH ASSEMBLY STATED THAT THE TURKISH GOVT WOULD BE OPEN TO ANY SUGGESTIONS AS WELL AS TECHNICAL ASSISTANCE CONCERNING SUPERVISION AND CONTROL MEASURES. TURKEY'S STATED PURPOSE IN GOING BACK INTO POPPY PRODUCTION ARE TO HELP THE POOR FARMERS OF THE REGION WHO HAVE NO OTHER CASH CROP TO GROW AND TO CONTRIBUTE TO MEETING THE WORLDWIDE NEED FOR CODEINE.

"2. THERE IS NO ECONOMICALLY REALISTIC CONTROLS KNOWN OR THAT CAN BE IMAGINED WHICH WILL PREVENT SUBSTANTIAL DIVERSION OF OPIUM INTO

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INTERNATIONAL SMUGGLING CHANNELS IF TURKEY REVERTS TO POPPY PRODUC-

TION PATTERNS WHICH PREVAILED PRIOR TO THE BAN.

"THEREFORE IT IS RECOMMENDED THAT:

"A. POPPY STRAW: IDEALLY TURKEY SHOULD PLANT NO MORE THAN 200 HECTARES

IN ANY ONE PROVINCE. MAXIMUM PLANTING SHOULD BE 700 HECTARES IN EACH PROVINCE. THIS CULTIVATION SHOULD BE RESTRICTED TO POPPY STRAW FOR EXPORT. (A STRAW EXTRACTION PLANT IN TURKEY SHOULD BE DISCOURAGED IN STRONGEST TERMS BECAUSE IT WOULD TAKE A MINIMUM OF 3 YEARS TO GET IT IN PLACE AND IS VERY LIKELY THAT AFTER 2 OR 3 YEARS OF OPERATION IT WOULD BE RENDERED LARGELY OBSOLETE THROUGH P. BRACTEATUM REPLACING THE OPIUM POPPY AS THE MOST ECONOMIC SOURCE OF RAW MATERIAL FOR CODEINE. AN EXTRACTION PLANT FOR PROCESSING OPIUM STRAW AND CONVERSION OF MORPHINE TO CODEINE COULD BE CHANGED OVER FOR PROCESSING BRACTEATUM STRAW AND CONVERSION OF THEBAINE TO CODEINE ONLY AT GREAT EXPENSE.)

"B. THIS PRODUCTION SHOULD BE AGGREGATED ON GOOD AGRICULTURAL LANDS ALONG

HARD-SURFACED ROADS AND SHOULD COMPRISE NO MORE THAN 7 UNITS IN TOTAL. EACH UNIT WOULD BE COMPOSED OF CONTIGUOUS PLANTINGS.

"C. PRIOR TO ANY PLANTING, LICENSING, SURVEILLANCE AND COLLECTION CONTROLS WILL HAVE TO BE CAREFULLY PLANNED IN DETAIL AND THE NECESSARY MACHINERY INSTITUTED BY THE TURKISH GOVT WITH CONTINUING ASSISTANCE BY AND IN CLOSE COLLABORATION WITH THE UN. ONE ADDITIONAL POSSIBILITY WOULD BE TO CREATE TEAMS PATTERNED AFTER THE TSOS USED BY THE SECURITY COUNCIL. THESE TEAMS COULD REGULARLY VISIT THE PRODUCTION AREAS DURING THE CRITICAL PERIODS AND WOULD CONDUCT SURPRISE INSPECTIONS.

"D. THIS POLIT-LEVEL PLANTING TO TEST CONTROL MEASURES SHOULD YIELD BETWEEN 800 AND 900 METRIC TONS OF STRAW (I.E., 600 KGS PER HECTARE) WHICH WOULD PRODUCE AROUND 3.5 METRIC TONS OF CODEINE (I.E., 0.4 PERCENT). IT WOULD ALSO PROVIDE 840 METRIC TONS (I.E., 600 KGS PER HECTARE) OF SEED FOR POPPYSEED OIL. (ACCORDING TO STATISTICS AVAILABLE FOR 1974, THE INCB EXPECTS A SHORTFALL RANGING BETWEEN 225 TONS AND 455 TONS. THEREFORE THE 3.5 TONS OF CODEINE OBTAINABLE FROM TURKISH PRODUCED STRAW EQUALS 35 TONS OF OPIUM AND FALLS WITHIN 1974 ANTICIPATED SHORTFALL CAUSED BY A BAD CROP IN INDIA. THE BOARD OF COURSE HAS NO INFORMATION AS YET REGARDING THE SITUATION IN 1975 AND BEYOND.)

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"2. PAPAVER BRACTEATUM AND OTHER SUBSTITUTE CROPS.

"A. FORMER POPPY FARMERS TILLING POOR TO MARGINAL LAND SHOULD NOT BE LICENSED FOR OPIUM POPPY PRODUCTION EVEN THOUGH THIS IS ENVISAGED IN ARTICLE IV OF THE ANNEX TO THE RECENT DECREE. POOR YIELDS PROVIDE AN INCENTIVE TO SEEK THE HIGHER PRICES OFFERED BY ILLICIT BUYERS. ALSO, IT IS ESSENTIALLY IMPOSSIBLE TO EFFECT CO IN AREAS WHERE TERRAIN PROHIBITS AGGREGATION OF PLANTINGS INTO CONTIGUOUS UNITS AND LIMITS ACCESSIBILITY FOR

INSPECTION AND SURVEILLANCE PERSONNEL. P. BRACTEATUM AND OTHER SUBSTITUTE CROPS WILL BETTER SERVE THE FARMERS OF THIS CATEGORY. "B. PAPAVER BRACTEATUM, A PERENNIAL PLANT AND ONE THAT THRIVES IN NATURE ON ROCKY, HILLY LANDS MUCH BETTER SUITED TO THE BEST AGRICULTURAL PRACTICES THAT SHOULD BE ADOPTED BY THESE FARMERS THAN IS THE ANNUAL OPIUM POPPY. TILLING OF STEEPER SLOPS FOR ANNUAL CROPS AND THEIR FALLOW SYSTEMS ACCELERATES EROSION AND IS WASTEFUL OF SOIL NATURE, SOIL FERTILITY AND ENERGY INPUTS REQUIRED FOR TILLAGE. ONCE ESTABLISHED, P. BRACTEATUM REMAINS IN PLACE AND PRODUCTIVE FOR AT LEAST 15-20 YEARS-- MINIMIZING EROSION AND MAKING BEST USE OF PRECIPITATION WHILE REQUIRING MUCH LESS ENERGY INPUT FOR TILLAGE.

"C. THEBAINE FROM P. BRACTEATUM WILL BECOME IN RELATIVELY FEW YEARS THE WORLD'S PRINCIPAL RAW MATERIAL FOR ELABORATION OF CODEINE. THIS CONFIDENCE IS BASED ON TWO POINTS: (1) RESEARCH SHOWS THAT IT WILL PRODUCE 3-10 TIMES AS MUCH CODEINE EQUIVALENT PER UNIT THAN WILL THE OPIUM POPPY; AND (2) ITS PRODUCTS ARE BELIEVED TO BE MUCH LESS SUBJECT TO ABUSE. SEED OF P. BRACTEATUM YIELDS AN OIL ESSENTIALLY IDENTICAL CHEMICALLY TO THAT FROM OPIUM POPPYSEEDS. ITS ORGANOLEPTIC PROPERTIES NEED FURTHER EVALUATION BUT CURRENT EVIDENCE IS SUFFICIENT TO INDICATE NOW THAT OIL FROM BRACTEATUM SEED NOW WILL BE IN EVERY RESPECT AN ACCEPTABLE SUBSTITUTE FOR OPIUM POPPYSEED OIL.

"D. IF P. BRACTEATUM PERFORMS AS EXPECTED ON THE HILLY LANDS OF THE WESTERN TRANSITION ZONE (FORMER POPPY REGION) OF TURKEY, THEN IN NOW MORE THAN FIVE YEARS THE LAND RECOMMENDED FOR OPIUM POPPY PRODUCTION CAN BE RETURNED TO FOOD PRODUCTION. "OBVIOUSLY NOT ALL THE POOR MARGINAL LAND IN THE WTZ IS SUITABLE FOR, NOR IS NEEDED FOR, PRODUCTION OF P. BRACTEATUM. A VIGOROUS PROGRAM OF RESEARCH TO FIND BETTER WAYS OF UTILIZING MOST OF THIS LAND AND THE FARMERS WHO SUBSIST ON IT SHOULD BE STARTED ASAP WITH OUTSIDE ASSISTANCE. WHILE P. BRACTEATUM PLANTINGS ARE
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COMING INTO PRODUCTION (ABOUT 3 YEARS FROM PLANTING) THE GROWERS OF THIS CROP SHOULD RECEIVE SOME ADEQUATE INCENTIVE OR COMPENSATION PAYMENTS. FARMERS NOT SELECTED TO GROW P. BRACTEATUM SHOULD ALSO BE FAIRLY COMPENSATED UNTIL OTHER SUBSTITUTE CROPS OR OTHER PRODUCTIVE ENTERPRISES ARE FOUND WHICH WILL PERMIT THEM TO BE SELF-SUFFICIENT.

"F. FARMERS OF THE WTZ WHO TILL THE BETTER LANDS AND WHO ARE NOT LICENSED FOR OPIUM POPPY PRODUCTION REQUIRE NO COMPENSATION. PRODUCTIVE WINTER LENTILS, IMPROVED WHEATS AND BARLEYS, NEW OILSEEDS, BETTER FORAGE CROPS, AND BETTER FARMING PRACTICES ARE NOW AVAILABLE AND WILL MORE THAN COMPENSATE THEM FOR NOT GROWING THE OPIUM POPPY"

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